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ABSTRACT

This paper reports on many aspects of an in-progress Scottish national effort to improve curriculum, assessment, and progress reports on students ages 5 through 14. The 5-14 Development Program was launched in 1987, and this paper reports information from the first two years of operation. The study not only evaluates progress to date but also provides a channel through which the views and experiences of teachers, head-teachers, parents, and others involved in the program can be heard and taken into account. Evaluation teams survey samples of primary and secondary school teachers and conduct in-depth interviews with staff. A report from the primary schools looks at the curriculum guidelines and their implementation, views on assessment and reporting guidelines, and the experience of and response to national testing. A report on the secondary school participation in the program covers views on curriculum guidelines and assessment guidelines, and progress implementing the guidelines. A section on links between primary and secondary schools reports gradual increase in interchange and variable use of primary school records in secondary schools. (JB)

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THE SCOTTISH OFFICE
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No 23

Implementing 5-14: a Progress Report

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Implementing 5-14: a Progress Report

Background

The 5-14 development programme was launched by the Scottish Office Education Department (SOED) in 1987 and has now been completed with the publication of national guidelines on the curriculum, on assessment and on reporting of pupils' progress for pupils aged 5 to 14. Each document began as a working paper which was issued for a period of trial and consultation before being revised and published as national guidelines. Schools began receiving the 5-14 documents, first in the form of working papers and later as national guidelines, in 1989. In 1991, when the programme was still at an early stage, the SOED set up four coordinated projects to evaluate the implementation of:

- the curriculum and assessment guidelines in primary schools;
- the curriculum and assessment guidelines in secondary schools;
- the guidelines on reporting;
- the test materials and their use.

This Interchange reports information from the first two years of operation of each of these projects. Further details of the project teams are given at the back.

Aims of the study

The evaluation will run until 1995 so that the 5-14 programme can be studied beyond its initial impact. The aim is to provide information which can be used to improve implementation of the guidelines and the material and professional support for teachers. In other words, rather than waiting until the end of the studies to produce a report, the research teams will feed information to schools and education authorities, to advisers, Inspectors and policy-makers — all those who can use it in their work to make the 5-14 programme effective in raising standards in teaching and learning. The series of three seminars with advisers and 5-14 coordinators held in June 1993 and this *Interchange* are part of this process.

An important aim of the evaluation is to provide a channel through which the views and experiences of teachers, head-teachers, parents and others involved in the 5-14 programme, or affected by it, can be heard and taken into account. Whilst the evaluation aims to produce information which will help to improve implementation of the 5-14 guidelines, its focus is on underlying principles of the programme rather than, for example, the wording and sequence of particular attainment targets.

Information being collected: what, when and how

The evaluation teams work with two main school groups. One is a representative nationwide sample of about 130 secondary schools and about 200 primary schools. Information is collected each autumn by questionnaire from teachers in these schools, to provide a national overview and to confirm the importance of issues raised in the interviews. The second sample of 40 schools is chosen from the national sample, so that each of the 16 secondary schools is geographically linked with one or more of the 24 primary schools. Visits to these 40 schools extend over most of a week during which a number of teachers, including the head-teacher, are interviewed in some depth. The same schools are visited on successive occasions, enabling the evaluation teams to build up a rich picture of how each school is coming to grips with the various aspects of the 5-14 programme. The questionnaires and the interviews are planned so that each supplements and extends the other, enabling both quantitative and qualitative information to be collected.

At the beginning of 1992 the only areas of the curriculum for which final guidelines had reached the schools were mathematics and English language; the others were still 'working papers'. Later in 1992, guidelines for religious and moral education and for expressive arts were available in final form. Parts 1 and 2 of the assessment guidelines were issued in October 1991 and Part 3 (as a working paper) in 1990.

A major constraint on the evaluation was the effect which opposition to testing had on the administration of national tests in the session 1991/92. Thus, whilst it was possible to ask teachers about their views on testing and the test material, these schools did not necessarily provide an opportunity to study the test material systematically. So, in addition to gathering information from primary school headteachers in schools in which interviews were carried out, the researchers chose a separate sample of schools which were testing most of their P4 and P7 pupils in 1991/92. Of the 46 schools approached, 14 from three education authorities (including two schools from the independent sector) agreed to participate in the study. In these 14 schools information was gathered on the selection of national test units, performance in the tests and how the test were administered. Groups of pupils were invited to talk about their experiences of national tests and parents were sent a postal questionnaire. In addition, both headteachers and classroom teachers were interviewed.

Timetable for the study

Term	School visits (4 days/ school)	Questionnaires (end Sept)	Feed-back meetings
Autumn 1991			
Spring 1992	✓		
Summer 1992		✓	
Autumn 1992			
Spring 1993	✓		
Summer 1993			✓
Autumn 1993		✓	
Spring 1994	✓		
Summer 1994			
Autumn 1994		✓	✓
Spring 1995			Longitudinal data analysis and final report writing

The view from primary schools

Through the visits to schools in the spring of 1992 and 1993 and the questionnaires sent in November 1992, headteachers, class teachers and learning support teachers were involved in providing the evaluation with information across a wide range of issues. Since not all of it can be included here, this report concentrates on the most relevant aspects at that time, namely, teachers' views of the curriculum and assessment guidelines (or working papers), and how the guidelines were being used and implemented.

Views on the curriculum guidelines

Figure 1 opposite shows that primary teachers were more likely to have studied the final guidelines for English language and mathematics than the working papers or final guidelines for other curricular areas. Most teachers had no strong feelings about the presentation and content of the guidelines, recognising in them a considerable amount of what was already being done; on the whole they liked rather than disliked them. Primary teachers liked:

- the clear and sensible content, such as the increased emphasis on talking and listening in English and on information handling in mathematics;
- the familiarity of many of the recommendations, which reassured teachers about their own practice;
- the fact that the guidelines provided a structure or framework to work to, 'It lays it down in black and white for anyone who didn't know what they should be doing', was a typical remark.

Aspects which teachers did not like included:

- the language used. This was by far the most common criticism of the guidelines, but in particular those for English language. Some of the words used were thought to be 'jargon' which some teachers thought made the documents 'intimidating', even 'formidable'
- a lack of practical examples, which tended to make some of the recommendations seem 'vague' and 'woolly'.

Few primary teachers had given much attention to the guidelines or working papers on expressive arts, religious and moral education and

Many teachers found the curriculum guidelines a source of reassurance, confirming their current practice.



In what areas of the 5-14 curriculum do the greatest challenges lie?

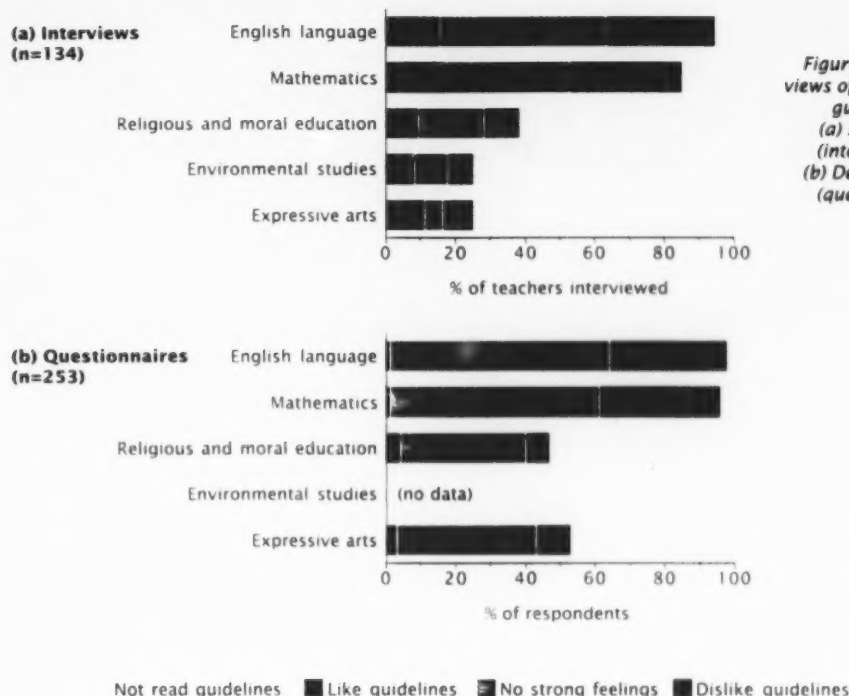


Figure 1. Teachers' views of the curriculum guidelines in (a) spring 1992 (interviews) and (b) December 1992 (questionnaires)

environmental studies. However, interviews with this limited group revealed some worries about teachers' ability to deal with specialist areas covered by the expressive arts, unease about how to handle the religious elements in the working paper on religious and moral education, and confusion about what exactly was recommended in the working paper for environmental studies (more topic-based teaching or a move away from it?). This picture had changed little in spring 1993, when teachers were still concentrating on English language and mathematics. Where there were changes in views, these were in favour of the guidelines as teachers became more familiar and comfortable with them.

Views on the assessment guidelines

Although the assessment guidelines were published in 1991, it was not until the end of 1992 that most primary teachers had read them in sufficient depth to be able to form clear views. The first questionnaires to teachers showed that 62% had read them and that three-quarters of these teachers gave them cautious approval. Those who liked the guidelines thought the ideas were sensible, helpful (especially with forward planning) and constructive. Teachers who disliked the guidelines thought that they expected too much, often because these teachers associated assessment with recording and reporting, and they were worried about the practicalities.

Primary headteachers had studied the assessment guidelines much earlier than most teachers. Whilst they would have liked to have seen more examples, most thought the guidelines were potentially useful and would improve continuity and structure in assessment, as well as give teachers

help in planning and in taking account of the needs of individual pupils. However, they recognised that teachers might have to change their views of continuous assessment and come to see it as focused and systematic, rather than a process which assessed everything all the time. They also predicted that parents would expect more comprehensive reports and ask more searching questions about their children's progress.

Views on the reporting guidelines

At the time of the questionnaire, the document *Reporting 5-14* had only just been published and was still new to many teachers. Thus these findings represent very early reactions, based on what teachers and other respondents thought might happen, not on experience of implementing the guidelines.

Three points emerged from the questionnaires. First, most primary teachers thought that parents would find the new form of report useful. Second, they thought that parents would be confused by the use of the 5-14 levels. Third, teachers were concerned that the time required to complete the new reporting form would outweigh the benefits.

Whether or not teachers thought that the 5-14 guidelines on reporting would result in improvement depended on how satisfied they were with the present forms of reporting to parents. Many teachers described reports as being a basis for face-to-face discussion at meetings with parents and emphasised the importance of such meetings. Parents made good use of 'open door' policies, and teachers therefore had reservations about the effectiveness of long, written reports.

Teachers' initial worries about the new report form focused on the time needed to complete it. There was also concern about the statement of 'next steps', because what one teacher wrote might be too specific or unrealistic for another to be able to provide the following year. Both primary and secondary teachers anticipated that the use of levels would cause some confusion and that parents might expect progress across levels to be more rapid than in fact would be the case.

The views of parents on the present reporting form were similar for primary and secondary pupils. They saw parents' meetings as an important part of the reporting process and made use of this facility and the opportunity to meet teachers at other times. Parents who already received quite detailed reports appreciated them and also welcomed more frequent brief reports and 'early warning' mini-reports. Parents wanted to know about their children's behaviour, effort and attitude as well as academic progress. They also wanted to be able to help their children. Some wanted information about how their children were performing in relation to others.

In reacting to the new report form parents echoed teachers' concerns that the time taken in assembling the report might take up teaching and preparation time. A few thought there was a danger that the levels would 'label' their children but others hoped they would be a useful guide. Some parents saw 'next steps' as a useful basis for discussion with teachers, which was still seen as being of prime importance.

Using the curriculum guidelines

By early 1992, few primary teachers had used any of the guidelines other than those for English and mathematics. The questionnaires later in the

Many teachers worried that the requirement to pinpoint 'next steps' for pupils would create unrealistic targets.



How can it be ensured that 'next steps' are as helpful as is intended?

Both teachers and parents were concerned that writing 5-14 style reports would reduce the time teachers had for lesson preparation.



Do you agree? How likely is it that such reports will make preparation and teaching easier in the future?

year and the 1993 interviews gave a similar picture. Most teachers interviewed (and 89% of those returning questionnaires) had used the guidelines in a 'match and mismatch' exercise, setting the content of what was recommended against their own practice. As a result, the most common change planned in English was a greater emphasis on talking and listening, while in mathematics more attention was being given to information handling, problem solving, practical work and contextualised activities. Another common use of the guidelines was in developing forward plans; 95% of teachers answering the questionnaire used them in this way, usually on a monthly or a termly basis. This means checking to ensure that items were covered and sometimes, though less frequently, planning towards specific targets. Once drawn up, forward plans became a daily reference point, with the 5-14 guidelines providing support. While just over half of those answering the questionnaire (52%) saw the guidelines as a source of good ideas in terms of content, few (12%) thought of them in this way in relation to methods of teaching.

Teachers felt that the curriculum guidelines were mainly to do with the 'what' rather than the 'how' of teaching.



How far does this
match your own view?

Implementing the guidelines

Figure 2 overleaf shows information from questionnaires to teachers and head-teachers about the support they had received and how useful it had been. Asked what kind of help they most needed in the future, as many as 190 teachers and 126 headteachers commented at length. Their most frequent wish, predictably, was for more time, in addition to more liaison with colleagues, more resources targeted to their differing needs and more reassurance, as one teacher put it, that *'because I find the whole 5-14 concept so complicated I am not necessarily a worthless teacher'*.

The 1993 interviews confirmed that primary teachers wanted more discussion with their colleagues, especially in the form of workshop sessions at in-service training. Other support they wanted ranged from basic equipment such as books and digital clocks to lists of resources and how they matched 5-14 guidelines. However, the greatest need was for more time to read and think about the guidelines and to absorb their implications.

At least two-thirds of teachers interviewed in 1992, and 82% of those returning questionnaires, thought that the 5-14 programme had considerably increased their workloads; nearly a fifth felt they could not cope with the increase. All headteachers were aware of the impact on their staff and, indeed, their comments reflected more concern for the effect on teachers than for their own workloads.

For primary teachers, studying the guidelines, often at home, had been a difficult and time-consuming task. Many also found that forward planning took longer because of the need to make constant reference to the documents. These are the demands which any innovation would make. However, there was also pressure of a less specific kind, largely because they felt too many documents had come to them, too fast, and because the mixture of working papers and final guidelines was confusing.

Headteachers in almost all schools felt there was a severe shortage of time. The 5-14 programme was only one of several innovations affecting them, but the problem seems to have been especially acute in small schools. In schools with fewer than 100 pupils, 40 out of 45 headteachers pointed to

Teachers (n=253)

Informal conversations with colleagues
Regional inservice courses
Organised meetings with colleagues/staff (own)
Advice from the headteacher (teachers only)
Organised meetings including colleagues from other schools
5-14 staff development pack (teachers only)
Advice from regional advisers/ 5-14 development officers
Extra time for reading, thinking and planning (teachers only)

Headteachers (n=157)

Informal conversations with colleagues
Organised meetings with colleagues/staff (own)
Regional inservice courses
Organised meetings including colleagues from other schools
Advice from regional advisers/ 5-14 development officers



Figure 2. Support with implementing the guidelines: what teachers and headteachers had received and how useful they found it

problems stemming from too many demands. Other problems included shortage of resources when per capita budgets were low and the burden of planning and leading staff development, which in very small schools often fell on headteachers alone. However, most headteachers returning questionnaires felt some compensation because the 5-14 programme was helping them move in directions they wanted to take, as, for instance, in encouraging whole-school planning and reviews of teaching.

The experience of national testing

These findings relate to the pre-1993 arrangements for testing. The questionnaires to the national sample of schools showed that 60% of primary schools had taken part in testing in spring 1991 and 64% in the session 1991/92 (when testing could be carried out for P4 and P7 at times to suit the school). When testing had taken place it had not included all P4 and P7 pupils and so the total number of pupils tested in each year was about one third of those eligible. Headteachers were negative about the value of testing: 80% did not think that the results would help secondary schools; 91% did not think that they would help to identify children who needed help, whilst 88% thought the testing would narrow the curriculum.

During interviews in spring 1992, headteachers expressed further concerns — about test results being used for creating league tables, about the waste of time because the tests gave no new information and did not help with diagnosing pupils' problems and about the disruption caused in the school. However, when asked about the test material and whether there were circumstances in which they would use it, responses were more positive. The test materials themselves were seen to be useful as topic material or 'as a bank of material for teachers to use to see if they were achieving their targets'. Some questioned why testing was restricted to P4 and P7.

The new arrangements for testing (see page 12) appear, then, to meet a number of teachers' concerns, whilst providing more uniformity in judging pupils' achievements.

In general, teachers from the 14 schools in which testing was being undertaken were less negative towards national testing than those in the main study samples. They saw the test material as being relevant and attractive to use in teaching. Most of the teachers complained about the amount of administrative time which testing took up, and felt that the 'trade-off' in terms of additional information about pupils was limited. As one expressed it: *'could that time not be used more wisely in the classroom?'*

Many primary teachers found the writing tests took too long, although they recognised the value of the exercise in arriving at some measure of a pupil's attainment: *'I quite enjoyed the exactness...of seeing the ways that we are being offered to mark writing criteria...I think it is positive to mark writing — to look at it critically in a clear way. I think that will be a useful tool but we found that incredibly difficult.'*

Only 37% of parents (from the 14 schools) returned completed questionnaires. Of those who did, approximately 50% were in favour of national testing, while just under 70% believed that national testing was not a good use of teachers' time. Despite this, 52% felt that test results provided parents with useful information on their child's progress in relation to national standards.

Children who were asked about the tests in a group discussion had refreshingly uncomplicated views. Whilst obviously aware of the purpose of testing, almost all the children had enjoyed the tests. One young respondent was especially enthusiastic: *'I think the person who wrote the tests must be dead good...just to think about all these things in a sports centre you can do maths sums about!'*

Selection and use of test units

In the 14 schools undertaking testing, a total of 132 different test units was used from the Primary Assessment Unit (now known as the 5-14 Assessment Unit, or FFAU) catalogue. In mathematics, where four separate test units were given to each pupil, 70 test units in all were used. However, the most popular six or seven units in each of the areas tested (mathematics, reading and writing) were given to almost two-thirds of the pupils in the 14 schools. On these most popular test units 75% or more of pupils attained or exceeded the relevant threshold scores.

Approaches to organising the tests differed, from very formal class test arrangements to very informal individual or small group assessment. In most cases promoted staff or learning support staff assisted during testing.

There were mixed views about national testing — from both education professionals and parents.



What role do you think such testing will play in the future?

The view from secondary schools

The data presented here were collected by the 1992 spring term interviews, by the later questionnaire survey, and 1993 spring term interviews. Different questionnaires and interviews were used to gather information from the headteacher, principal teachers and teachers of English and mathematics, and from learning support teachers. Only a selection of the information obtained is summarised here, relating to teachers' views of the curriculum and assessment guidelines, the process of implementation, and liaison between primary and secondary schools.

Views on the curriculum guidelines

The spring 1992 interviews revealed that it was too early for secondary school staff to have digested the guidelines and formed opinions of them. Initial reaction to their content was very varied, but there was general agreement about at least two implications:

- the guidelines would lead to better liaison with primary schools and hence better continuity in the curriculum for pupils
- additional time was needed to implement the guidelines.

The philosophy of the 5-14 development was seen by many secondary teachers to be a positive step towards teachers and pupils working together with shared, open aims and within a common framework with a clear rationale. However, a concern raised in many of the interviews was that the 5-14 programme was one of several recent innovations which were being introduced piecemeal and too quickly after each other. In addition, a number of teachers were worried about the danger of 'labelling' pupils, over- prescription of what to teach and the amount of administrative work.

The questionnaires two terms later revealed that the guidelines were welcomed by virtually all secondary teachers. The main reasons were that:

- they would promote improved continuity in the curriculum between primary and secondary schools;
- they provided a useful structure for the curriculum;
- they offered an opportunity to review S1/S2 courses.

However, there were reservations about:

- the lack of time and materials for implementation;
- an anticipated increase in workload;
- the high number of changes in the curriculum in recent years;
- the demands of assessment and recording;
- the possibility that the guidelines would be overtaken by further changes in the curriculum in S2, 3 and 4.

When interviewed in 1993 approximately half the secondary headteachers felt that significant or steady progress had been made in implementing the mathematics and English language guidelines, and that this was due mainly to the attitude of committed staff, and to improved relationships with associated primary schools. Approximately half of headteachers were disappointed with progress that was hampered, in their view, by constraints outside their control.

Generally, headteachers, principal teachers and teachers thought that better progress had been made so far with implementing the mathematics

A common concern was that the 5-14 programme was one of several recent innovations which were being introduced piecemeal and too quickly after each other.



How comfortably do you think that 5-14 programme sits with other recent innovations in secondary education?

guidelines than the English language guidelines. Senior management in schools were more positive and optimistic about the progress of the 5-14 programme than the principal teachers, who, in turn, displayed more enthusiasm than teachers.

Although schools had concentrated on mathematics and English language guidelines during 1992/93, there were pockets of development in other subjects, initiated by enthusiastic teachers.

Some key issues emerged from all three sets of data. In general secondary teachers welcomed:

- the content, framework and rationale of the 5-14 programme;
- the opportunity to improve continuity from primary to secondary school; and
- the opportunity to review S1/S2 courses.

They were concerned about:

- the resources and support available, the programme being only one of many priorities and recent initiatives;
- possible increases in workload, and
- the 5-14 programme being overtaken by future changes in the curriculum.

Views on the assessment guidelines

In spring 1992, implementing the guidelines on assessment was not a priority in secondary schools. Indeed, although most headteachers had read and welcomed the document, the majority of principal teachers and teachers had not so far seen or read it. Responses from headteachers and principal teachers to the questionnaires showed that during session 1992/93, 10% of schools were currently implementing the guidelines, 40% expected to start implementation, and 50% expected to be still at the stage of scrutiny and discussions within departments.

The questionnaires also showed that schools were generally positive about the assessment guidelines, with 98% of secondary headteachers agreeing or strongly agreeing that the assessment guidelines would improve the quality of teaching and learning. Mathematics and English teachers were also generally positive but had reservations about the amount of work involved in assessing and recording and also about changes to procedures in order to relate these to 5-14 levels. There was some ambiguity in these responses, as many teachers considered they were already covering most of the proposals but still felt the work involved in assessment and recording would be unmanageable.

The 1993 interviews revealed that by then most teachers had read the guidelines, and the resulting activities had mostly served to raise awareness of the importance of assessment. Some schools, for example, had established committees or working groups for 5-14 assessment, whilst others were looking at the guidelines within departments.

The principles of 5-14 assessment had been favourably received, but there was concern about practical implications, such as the amount of time needed for assessing and recording, and the difficulties of achieving

While teachers saw the aims of 5-14 as laudable, they felt that implementation presented a number of difficulties.



Do you agree that there have been difficulties? If so, have they now been overcome?

coherence across curricular areas. Teachers were still concerned about the potential effects of assessment with regard to 'labelling' pupils.

Although the assessment guidelines stress the importance of a whole school approach to assessment, nearly all of the principal teachers of English interviewed said that their departments were developing their assessment plans relatively independently from the rest of the school, and half of the mathematics principal teachers were also working independently.

The teachers often indicated that they did not separate the effects of the 5-14 assessment guidelines from the effects of the rest of the programme, and it was apparent that, as for primary schools, recording and reporting are inseparably linked in teachers' minds.

Implementing the guidelines

The 1992 interviews revealed a great variety in the ways that secondary schools were introducing the 5-14 guidelines and in their different starting points — discussion, review of practice, study of links between primary and secondary schools, implications for resources either currently in use or needed. This variety is reflected in the fact that there was little in common in the factors which schools felt had helped or hindered implementation, with the exception of lack of time. Very few of the factors cited stemmed from the 5-14 programme itself. Nearly all were related to the implementation of *any* educational innovation — to do with time, resources, management, support, communication and people. Of most help was in-service training which was structured and practical, and involved sharing expertise among primary and secondary colleagues.

The questionnaire responses from secondary headteachers revealed that there had been progress in implementing the guidelines during the 1992/93 session. Nearly all schools (91%) had appointed a 5-14 coordinator, the majority (79%) had a primary/secondary liaison committee in place, and half had established a 5-14 committee. However, headteachers were much more positive about the usefulness of those activities than were other teachers.

A list of factors (derived from the interviews) that could help with progress was presented in the questionnaires to headteachers and principal teachers who were asked to say which were helping in their schools. Table 1 shows some interesting similarities and differences between the views of principal teachers and headteachers.

Teachers were sceptical of the ability of schools' management systems to handle innovation.



Why do you think this might be? How could such systems be improved?

Table 1. Factors that were helping schools implement the 5-14 programme (% of responses)

	Principal teachers		Headteachers
	English (n = 85)	Mathematics (n = 74)	(n = 84)
Positive staff attitudes	56	54	67
Management structure which can handle new initiatives	28	32	70
Appointment of senior teachers with curricular responsibility	24	12	35
5-14 coordinator	26	18	85
5-14 committee	25	14	46

Between a half and three-quarters of all the groups of teachers gave 5-14 implementation a high priority, and one third of secondary schools estimated that implementation of the mathematics and English language guidelines was substantially underway in 1992/93.

The interviews in 1993 revealed that, as schools had different starting points and resources, they had continued to implement the programme in different ways. Although there was no one pattern or formula that was successful, there were some common threads.

At the level of the whole school, headteachers had found that incorporating the 5-14 programme into a school development plan had helped to manage its introduction, particularly in the setting of clear targets and timescales. Taking account of departmental plans and primary school development plans had been an important part of the process, as had been full consultation with staff in both sectors.

Headteachers and teachers also saw the continuing development of good relationships with associated primary schools as contributing to success.

At principal teacher and teacher level the management of implementation had moved forward from the stage of discussion and awareness raising, and was focusing on practical activities such as the review and auditing of courses and resources, and the development of differentiated materials. It was clear from the interviews that these activities had mainly been carried out by committed, competent staff. At teacher level, the implementation of the programme had led to changes in classroom organisation, either actual or anticipated, and to the development of resources in order to address such things as differentiation.

Teachers saw central direction by the regional education authorities, in the development of materials, for example, as a way of saving time. They took a similar view of the sharing of expertise and experience through in-service training, which were best delivered, it was felt, by teachers with recent experience and realistic expectations.

In order, however, to manage implementation more effectively, teachers still felt that more time, materials, and money were needed. Moreover, the vast amount of development work they felt was required in secondary schools, and the fear that the 5-14 programme might be overtaken by future changes, were still holding back implementation, affecting teachers' attitudes and commitment. Although there had been considerable progress between 1992 and 1993 in implementing the mathematics and English language guidelines, secondary schools were still finding it difficult to balance their priorities.

Links between primary and secondary schools

Most secondary headteachers interviewed in 1992 anticipated that the guidelines would lead to closer links with their associated primary schools, but also that extra time would be needed for this, both for themselves and for their primary colleagues. Principal teachers were also generally in favour of strengthening these links, but not all were happy with the idea of abandoning their 'fresh start' policies. The questionnaires from teachers confirmed that primary school records were not widely used. Although over two-thirds of principal teachers encouraged their staff to use the

information, only about a third of the teachers did so. One reason given by headteachers was variability between the records from different primary schools.

There was considerable variation in the type and extent of liaison with associated primary schools. Most principal teachers anticipated changes in their relationships, mainly by way of increases in the number of exchange visits by both primary and secondary school staff, shared in-service days and more continuity in pupils' work.

In order to develop further their liaison with primary schools they suggested that the following would help:

- additional time (non-teaching but timetabled);
- additional staff (to cover classes);
- joint in-service training;
- guidance on assessment and reporting.

Nearly a year later, the 1993 interviews showed in most cases strengthened earlier relationships between primary and secondary schools, and a genuine desire to cooperate and negotiate with primary colleagues. Although still sceptical in the main about using primary school records when available, some schools had set up and developed meaningful links with associated primary schools. In particular, secondary teachers were aware of the need to be sympathetic towards primary colleagues, and avoid being either patronising or dominant in the relationship.

Teachers stressed, however, the need for 'proper funding' and resources in terms of time and staff, if the philosophy of developing continuity in the curriculum were fully to be realised. Not surprisingly, schools with a large number of associated primary schools have experienced greater problems in establishing and maintaining links than have secondary schools with a small number of associated primary schools.

Another important factor in achieving the vision of the 5-14 programme was the need for better, more consistent information on pupils from primary schools.

Further research

The evaluation is scheduled to continue for a further two years, during which there will be a change in focus of three of the projects, for two reasons. One of these is the change in arrangements for national testing. The new proposals, implemented in primary schools from January 1993 and in secondary schools from January 1994, mean that each pupil will be tested in reading, writing and mathematics when the teacher judges the pupil has largely achieved the targets at a certain level. Thus testing could be taking place in any class and at any time, as part of teachers' continuous assessment. This change is being accommodated in the evaluation by incorporating the evaluation of national testing within the scope of the two projects on curriculum and assessment.

The second reason arises from interest in the extent to which the 5-14 programme is catering for pupils at the extremes of the ability range. The evaluation indicated particular concern in schools for the children at the lower end of the ability spectrum, for whom no programme was suggested (the guidelines do suggest outline programmes for pupils beyond level E). Consequently a new project starting in September 1993 focusing on the impact of the curriculum and assessment guidelines on the least and most able pupils will be introduced into the evaluation and will be carried out by the existing team at The University of Edinburgh.

The 'fresh start' approach was still attractive to some secondary teachers.



Why? Is this justified? If this continues, what is the value of stronger liaison between primary and secondary schools?

The views expressed in this paper are those of the authors and do not necessarily reflect those of the Scottish Office Education Department who funded the study.

The project teams

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Coordination of the projects

The evaluation follows a plan agreed by all four teams, so that, for example, comparable information is gathered from primary and secondary schools and so that data collection is shared. In practical terms this means that the teams meet together, usually for a whole day, about eight times a year. Information for all four projects is collected by field workers from several teams and hence all team members are accountable to each other. The geographical location of the project teams means that this arrangement also cuts the costs of visiting schools. For example, all study schools in Strathclyde Region are visited by team members from the University of Strathclyde and all those in the north of the country by team members from Northern College of Education.

5-14 development programme materials

Structure and Balance of the 5-14 Programme	SOED, June 1993
<i>Curriculum guidelines:</i>	
English Language 5-14	SOED, June 1991
Mathematics 5-14	SOED, August 1991
Expressive Arts 5-14	SOED, June 1992
Religious and Moral Education 5-14	SOED, November 1992
Personal and Social Development 5-14	SOED, June 1993
Environmental Studies 5-14	SOED, March 1993
Latin 5-14	SOED, August 1992
Gaelic 5-14	SOED, May 1993
<i>Assessment and testing guidelines:</i>	
Assessment 5 - 14 Parts 1 and 2	SOED, October 1991
The Framework for National Testing, 5-14 Assessment Unit	SEB, 1993
<i>Supporting materials:</i>	
Curriculum and assessment. A handbook for headteachers	SOED, 1991
Assessment 5-14: Part 3. A staff development pack	SOED, September 1990
<i>Reporting guidelines:</i>	
Reporting 5-14	SOED, November 1992



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Further Information

If you have views on *Interchange* and/or wish to find out more about RIU's research programme contact the Research and Intelligence Unit (RIU), Scottish Office Education Department, Room 4/48, New St Andrew's House, Edinburgh EH1 3SY.

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